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ABSTRACT

This review of goals for higher education developed from a request from the National Commission on the Financing of Postsecondary Education for information concerning goals. Major studies of goals are reviewed, beginning with "Higher Education for American Democracy," the report of the Commission on Higher Education. Documents produced by major associations, foundations, and government commissions and committees are included as well as relevant documents from the Carnegie Commission and selected state planning documents. A brief concluding section identifies universal access and increased emphasis on the role of the learner as two pervasive themes related to goal formulation over the past 25 years. (MJM)

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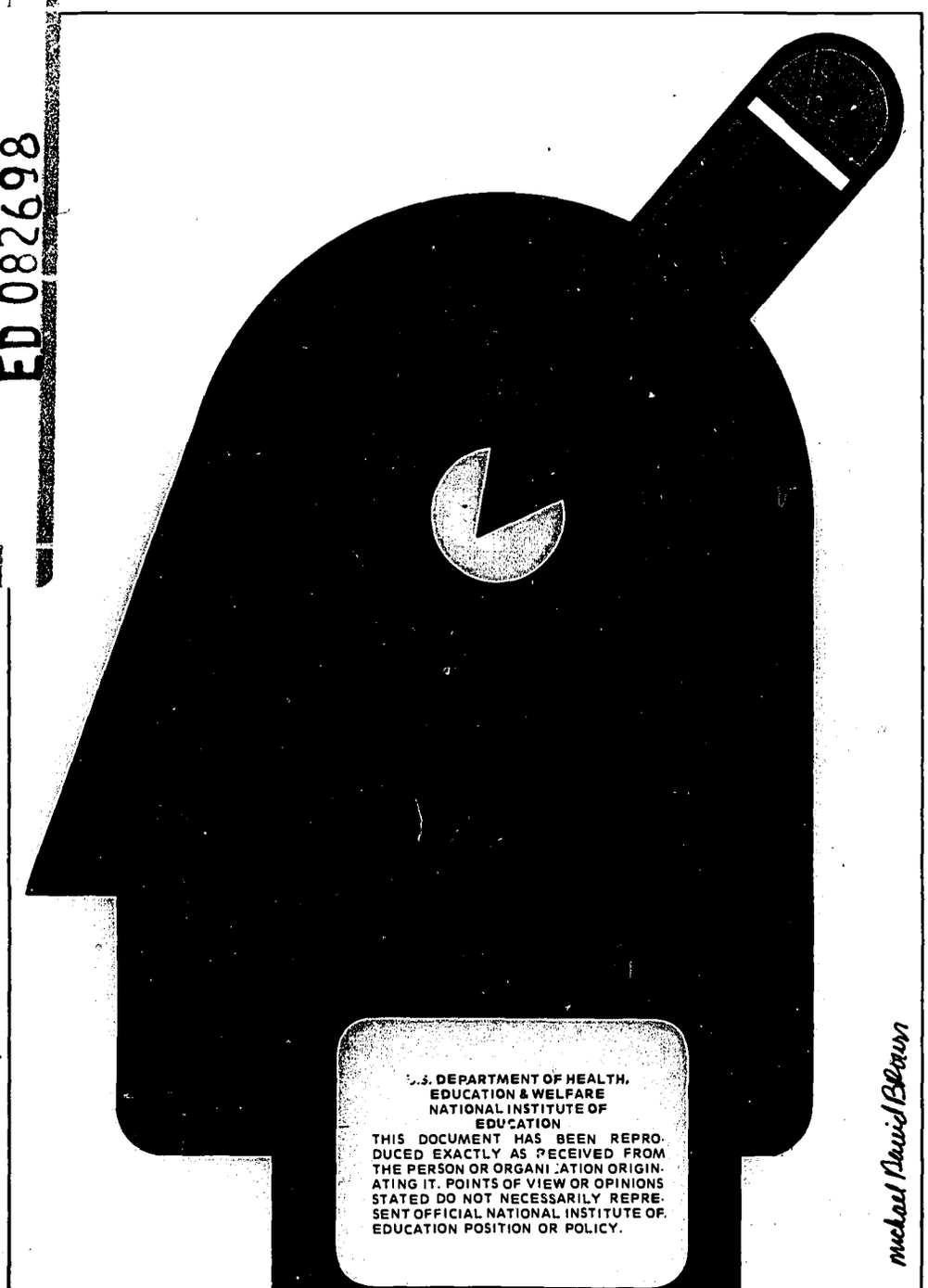

Goals for Higher Education: Definitions and Directions

David A. Trivett

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Foreword

This review of goals for higher education developed from a request from the National Commission on the Financing of Postsecondary Education for information concerning goals. Major studies of goals are reviewed, beginning with *Higher Education for American Democracy,* the report of the Commission on Higher Education established by President Truman. Documents produced by major associations, foundations, and government commissions and committees are included as well as relevant documents from the Carnegie Commission and selected state planning documents. A brief concluding section identifies universal access and increased emphasis on the role of the learner as two pervasive themes related to goal formulation over the past 25 years. The author, David A. Trivett, is a Research Associate at the Clearinghouse on Higher Education.

Carl J. Lange, Director
ERIC Clearinghouse on Higher Education
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Study Background and Overview

In the recent past the Carnegie Commission published a number of reports that have related directly or indirectly to national policy goals for higher education. In view of this, one might well ask why another study on the subject is required.

During March 1973, the staff of the National Commission on the Financing of Postsecondary Education asked the ERIC Clearinghouse on Higher Education if there were a summary of higher education goals proposed by various study groups, including commissions, committees, and Presidential task forces. The Commission was seeking such information in connection with setting up reasonable goals for postsecondary education. Eventually documents were identified that provided partial answers (Fincher 1972; Mayhew 1972), but a further search of the ERIC files revealed no succinct answers.

A preliminary set of objectives had been established by the Commission: learning opportunities (access, choice, relevancy, completion, and employability) and learning operations (cooperative independence, pluralistic support, and managerial responsibility). The Commission then wanted to know if these objectives were sufficiently inclusive particularly when compared to reports such as the "Muscatine," "Linowitz," "Hazen," "OECD," "Hester," "Worth," and others. One of the efforts of the author was to review these and other reports to provide the data to determine if the original objectives were of sufficient scope.

Following an initial study, one could only conclude that the concise statement sought by the Commission did not reside in any single report or study. Consequently, the need for an inclusive definition and survey of goals became the object of this paper.

Although the study of past or contemporary goals for higher education may seem remote from the daily struggle of keeping a college or university alive, modern concepts of management certainly stress the necessity for scrutiny and delineation of objectives. At the societal level, objectives are represented by policy goals and an awareness of them is as important as the goals themselves. The end of growth, new societal values, different expectations for higher education, all heighten the need for leaders in higher education to know what we have aimed for in the past and how our targets have evolved into present expectations.

In this study, the concept of goals is defined initially, including the necessarily limited working definition used throughout the monograph. Next, several historical statements of goals are presented, focusing especially on the Truman Commission's *Higher Education for American Democracy*. Following this, goal statements promulgated by several state departments of higher education are given and compared. Then recent task force documents, such as the Newman report and Carnegie Commission studies, are surveyed and appraised. The penultimate chapter examines three international documents that set some unusually value-centered goals for their respective countries. Finally, some speculative conclusions are offered about current and future goals for higher education.

Each chapter is distinct in its treatment of a segment of the development of goals for higher education in their present form. However, the reader is urged to read from beginning to end, since concept and historical development not only support, but also clarify the conclusions. The final chapter presents the author's conclusions about current and future directions and goals for higher education as they have evolved. These are summarized as follows:

- *Higher Education for American Democracy* (1947) and the 1971 *Report on Higher Education* (Newman Committee) represent benchmarks in the evolution of goals for higher education from past to present.
- A central theme since 1947 has been the goal of extending access or equality of opportunity for higher education. Three tentative phases are equality of access through expansion, through openness, and now through equity of access.
- Many subgoals such as the provision of local community colleges across the U. S. can be understood in relationship to the access goal.
- Universal access is defined less as access for minorities and more as opportunity for success.
- Changes in the relationship of institutions to students, involving a contracted, more specific set of expectations, with greater emphasis on the role of the learner as selector among alternate routes, now broadens the meaning of access and is signified by the use of the term *postsecondary education*.
- No-growth, new social conditions, or the conscious selection and pursuit of new values by society may alter the goals proclaimed in future goal statements.

The Problem of Goals

In discussing national policy goals for higher education, it is useful to distinguish between a well defined concept of goals and the plentitude of similar terms in use; e.g., purposes, principles, objectives, ideas, aims, and goals itself. A definition provided by the New York Regents outlines the meaning of higher education goals as generally conceived:

> The purposes of higher education presented herein express the enduring aspirations of society and provide the departure point for the goals. The goals state desirable conditions that are sought. They are couched in broad, qualitative terms, identifying functional areas of interest. It is recognized that goals may be only partially attainable; that they may exceed our society's ability to reach them; and that, at any given time, they may have to be limited or deferred.
> Objectives are specific ends to be achieved in the functional area of the goal which each is designed to support (New York, Regent of the University of the State of New York, 1971, p. 2).

Here some of the issues or dimensions associated with goals in organizations, society, and higher education are surveyed and a working definition is arrived at as a frame for further discussion. Within this paper, the distinction and uses of goals and objectives drawn by the New York Regents will be employed. In each instance where a specific terminology has been utilized in a particular report, that use will be explained.

McMurrin, in a discussion of institutional goals, suggests that they should indicate a general direction for movement and be few in number. He contrasts institutional goals with objectives, indicating that objectives "are points along the way which must be reached if the basic goals are to be realized" (McMurrin, 1972, p. 1). Because of their role in decisionmaking, objectives are specific and concrete.

While these distinctions are in fairly widespread use, special terminology frequently appears. For example, the Carnegie Commission, in a recent discussion of purposes in higher education, offers the following definition:

> We define purposes as being the intentions of higher education, as constituting the general design of higher education, as comprising the end objects it pursues. We define functions as the specific acts performed in the course of fulfilling the purposes . . . . Functions are actions that serve, directly or indirectly, as a means to carry out a purpose or purposes. Purposes are in-

tentional, and functions are instrumental. Beyond both purposes and functions lie means of accomplishment such as freedom, money, and personnel (Carnegie Commission, 1973, *Purposes*, p. vii).

The general role of goals in organizations has been recognized to the degree that some organizational theorists propose the existence of goals as the necessary condition for the existence of organizations (Perrow, 1968, pp. 305-306). Corson, in a discussion of college and university governance, points out that those micro-institutions of higher education share with other human groups the existence of a purpose or purposes. However, he notes that colleges and universities generally have a multiplicity of purposes accompanied by a diffusion of decisionmaking responsibility (Corson 1960, pp. 8-10; also Gross and Grambsch 1968, p. 107). It seems reasonable to suggest that the essential role of goals in micro-organizations also exists in macrosystems. One dimension of national policy goals for higher education is the necessity of their existence tempered by their complexity and multiplicity.

Goals may also be placed in terms of their relationship to public policy. Berlak explains how governmental and nongovernmental agencies establish programs through the allocation of resources to either vague or precise purposes. The establishment or continuation of a program may rest on the examination of either broad or narrow questions. The broad questions, or *public policy* issues, are so designated by their effect on the relation of individuals and society; narrow questions being *programmatic*. Affirmative answers to one of four questions about an issue suggest that it should be categorized as a public policy issue:

(1) Does the program directly or indirectly alter the power relationship between the citizen and the state?

(2) Does the program affect immediately or in the long run the status a person has or the power he can exercise within the social system?

(3) Does the program have any effect which tends to increase or decrease political or social tensions?

(4) Does the program effect a change in the self-concept or sense of self-worth of the individual? (Berlak 1970, pp. 262-263).

If the outcome of a policy is further divided into *intended, unintended-anticipated* and *unintended-unanticipated,* a "goal" may be located as an outcome which is *public policy* and *intended* (Berlak 1970, p. 264). While not all goal statements to be discussed in this paper

are covered by these criteria, most are; i.e., most goals are examples of public policy issues with intentional outcomes.

Yet another dimension to the concept of goals is apparent when one examines the relationship of higher education to the culture surrounding it. Harman, who sees the choice of goals as the basic issue for education, also posits a tri-level choice relationship for society and its goals:

> . . . choices of educational goals are made in society on at least three levels. First, society itself makes a pervasive choice regarding the overall direction of its movement. . . . This choice tends to establish constraints on what, in the long run, will be fostered, tolerated, or opposed. . . .
>
> Second, society makes a decision as to what tasks will be assigned to education institutions and what tasks to others. . . . These first two types of choices are made largely *outside* the educational institutions.
>
> Finally, in accordance with the resulting context, choices are made as to what the more specific objectives shall be, with what priorities they shall be carried out (that is, what resources shall be allocated), and in what manner they shall be accomplished. These choices are determined partly within and partly outside the educational institutions (Harman 1970, pp. 55, 56).

Supporting Harman, McMurrin asserts, "it is impossible to establish the purposes and goals of education in absolute terms because they cannot be defined independently of the culture and institutions of the society of which they are a function" (McMurrin 1971, p. 147).

That the stated objectives of higher education have changed over time has been shown by McKenna, Shrum, and Tarratus who studied the objectives for American higher education expressed in books and magazines from 1842 to 1960. They conclude that contemporary objectives are transitory, reflecting a response to social change. In addition, they observe that the objectives have increased in complexity and specificity while emphases are apparent within specific time periods (McKenna, Shrum, and Tarratus 1963, pp. 120-123).

Fincher, tracing the development of American higher education from the post-World War II days to the end of the 60s, argues that the development of public policy with regard to higher education is a gradual, painful process as a consequence of the many and diverse sources that influence it. He suggests, in fact, that many of the commissions and task forces are a result of impatience with the rate of change in higher education (Fincher 1972, p. 4).

American institutions of higher education, as integral components of their culture, have necessarily reflected the goals established by the culture. However, as Mayhew suggests, this reflection of goals has

frequently lagged behind cultural needs, with periods of responsiveness and unresponsiveness (Mayhew 1972, pp. 179-180). Thus, an added dimension to the concept of goals must be the awareness of their relationship to societal or cultural concerns.

Having recognized the relationship of goals to education to society, further consideration is necessary of additional ways of dissecting goals that add yet other dimensions to the concept. Wing has proposed a "hierarchy of objectives of postsecondary education" that aligns objectives along a continuum to reflect their association with given institutional levels, but that also establishes a continuum between goals and objectives:

> Level 1—Aggregate objectives and decisions related primarily to setting overall priorities.
>
> Level 2—Objectives and decisions focusing primarily on interactions between education programs and society.
>
> Level 3—Objectives and decisions focusing primarily on program content and structure in postsecondary education.
>
> Level 4—Objectives and decisions related primarily to internal operations of educational institutions.
>
> Level 5—Individuals' objectives and decisions as they relate to specific educational institutions and programs (Wing 1972, p. 9).

Looking at the organization of higher education in terms of political subdivisions, the states are traditionally, at least, the most important subdivision level. According to the analysis of Palola, Lehmann and Blischke, the state-level planning agencies hold the responsibility for goals which are "somewhat abstract and concerned with broad public policy issues, such as the general functions which our educational system performs for the citizens of the state" (Palola, Lehmann and Blischke 1970, p. 16). These goals then may be viewed as (1) social and cultural goals (including such items as contemporary social problems, democratization of opportunities for education, excellence, and others), (2) economic goals, (3) political goals, and (4) humanistic/psychological goals (*Ibid.* pp. 16, 17). A decision about where a goal should be carried out or the type of institution assigned a task is classified as a segmental goal decision, with institutional goals being the lowest category (*Ibid.* pp. 17, 18).

The function of the preceding discussion has been to point out another dimension of the concept of goals; namely, that goals are perceived as occurring in levels or along continuums that may reflect in-

stitutional levels, the source of enunciation of the goal, or the locus of responsibility for meeting the goal.

A relatively minor dimension of the discussion surrounding goals within American higher education is indicative of a broader question. Bowen and others have said that one set of goals American higher education might pursue would be the production of "the right number of persons for various vocations and professions," which he labels the "manpower principle." The manpower principle may be contrasted to the "free choice principle" wherein the "objective is to supply education and response to the choices of students" (Bowen 1973, p. 5). It should be made clear that Bowen supports the latter principle and views it as the traditional U.S. approach. However, the manpower-free choice question is a reflection of a more general question that signals yet another dimension of the goals concept. Goals may be viewed as an approach to higher education that assumes either the purpose of higher education is to lead society or, assumes that higher education simply follows the drift of society. All goals must be viewed with respect to one position or the other.

A final dimension of the concept of goals will be called *elusiveness.* There are three components to this concept. First, when goals are considered on the micro level as an aspect of organizational analysis, goals may be regarded too rationally with inadequate distinction between types of goals. Perrow argues that the types of goals most relevant to an understanding of organizational behavior are embedded in the major operating policies and daily decisions by personnel and not in the official goals. In fact, *official goals,* as described in public statements, must be contrasted with *operative goals* that describe the ends sought through operating policies and decisions. Operative goals can be ascertained only through careful analysis (Perrow 1969, pp. 65-66). Or, as Mayhew has phrased it, "the fundamental purposes and goals of higher education can be discovered only by inference from actual practice. . . ." (Mayhew 1972, p. 181).

The second component to the dimension of elusiveness may be epitomized in the vernacular as "Put your money where your mouth is." Returning to a statement by Harman, this phrase can be elucidated:

> The basic issue for education is the choice of goals; all else follows this. For this statement to be meaningful, 'choice' must refer . . . to a commitment of psychic, human, and economic resources in particular directions. In that sense the choice is not necessarily what the society or its leaders may *declare* it to be. The choice is, rather, *inferred from where the society puts its resources* (Harman 1970, pp. 55-56).

The third component of elusiveness is suggested by the quote from McMurrin above with its suggestion that it is impossible to establish the purposes and goals of education because of their close relationship to the culture that has spawned them. Examples of this will be seen in the gradual transmutation of the goal of equal access to higher education. All three components of elusiveness suggest caution for the consumer of goal statements.

An Operational Definition

Here are some definitions and assumptions that represent the concept of goals used in the remainder of the paper:

- Goals are a complex phenomenon.

- Goals can be defined as desirable conditions sought, expressed in broad, qualitative terms, representing conditions that may be only partially attainable. They are distinguished from objectives, which represent specific ends that may serve as measuring points for progress toward goals. The distinction will be employed in this paper. (N.B. The term *objective* is frequently used for *goals* in source documents, however.)

- Higher education as an overall system will have goals that represent public policy decisions with intended outcomes. This paper is concerned with social and national goals for higher education as an institution, not with institutional goals within higher education.

- Goals for higher education reflect societal concerns and are in flux.

- Goals may be viewed as existing on many levels. For this paper, goals will be regarded as concerned with overall priorities and the relationship of educational program and societies, but not usually with program or institutional aspects. Likewise, specific vocational or professional objectives and academic objectives are generally not considered.

- Although the question of education as follower or leader of society may arise as a consequence of the statement of goals, the question requires no answer for this discussion.

- It is recognized that goals are elusive in character because of the distinction between official and operative goals, because goals reflect resource allocation as well as rhetoric, and because goals are integral to a given culture.

Methods and Sources

Due to the nature of the topic, some word is in order regarding the selection of an identification of sources and methods and limitations used in this study. As explained above, this report originated with a query from the National Commission on the Financing of Postsecondary education. Along with the query came the names of many reports and commission recommendations. These were used as a nucleus for study. However, additions were made to the list of studied documents by combing the ERIC indexes, *Research in Education* and *Cumulative Index to Journals in Education.* In addition, standard bibliographic tools such as *Education Index* and the *Library of Congress Catalogue* were employed using search terms such as "Higher Education—aims and objectives." Generally, primary sources were limited to those which were of group authorship. State goal statements discussed are those which are in the ERIC system. Although no claim to scholarly completeness is in order, within the limits described documents discussed do represent major goals statements for higher education in the U.S. over the past 25 years.

Goal statements are discussed in two large blocks: major historical statements and current statements. Beyond that division, documents are discussed by categories of origin. Other approaches that were rejected included a strictly chronological description, portrayal by goal category, and a conventional vs. futuristic format. Goals which are discussed are those raised originally by the Commission or those which fall into the limits described above in "operational definition."

Two important limitations remain. First, no attempt has been made to discuss goals uncovered through methodologies such as the delphi or survey techniques. Readers interested in such techniques will want to consult Peterson who describes the surveying of 24,000 individual respondents representing people around 116 California institutions in an attempt to fathom goals for California's higher education system (Peterson 1973). Second, no conclusions are drawn by the author about the influence of goal statements on legislation or action.

Rationales for Studying Goals

Before launching into the examination of the many goal statements of the past years, it would be wise to consider briefly the reasons why such an inquiry is of importance. One elemental point can be mentioned immediately. Presumably, to know the destinations we have sought or are seeking will enable us to evaluate the effectiveness of the

mode of transport. If, indeed, "many" feel we are in a state of "national emergency" in higher education (Fincher 1972, p. 4), an awareness of stated goals is vital.

Beyond this point is the recognition by several commentators that goals for the nation and for higher education may be at a crossroads. Not only is there the possibility of profound change in society itself, but our societal institutions are being asked to respond in new ways to human needs (U.S. National Goals Research Staff 1970, pp. 35, 164-166).

For higher education in particular, a new challenge has arisen with the apparent end of growth and necessity of looking inward for qualitative change. Earl Cheit has been quoted as saying "today when we are asking colleges and universities to change not by growing, but by substituting, and to change even in some cases while contracting, we are asking of those institutions enormously difficulty tasks" (Cheit 1971, p. 31; also Cheit 1972, pp. 7-15). The notion of progress represented by growth must be replaced by alternatives recognizing that growth in the scale previously experienced may no longer occur (Bogue 1972, pp. 35-37). In summary, the basic challenge of change warrants an examination of the beacons we employ to guide higher education in a societal context.

Goal Statements of the Recent Past

The articulation of national policy goals for higher education has accelerated in the past 5 years. However, several statements published before 1960 had previously set forth national policy goals. *Higher Education for American Democracy* (1947) formulated many of the concerns and approaches that remain alive today. Two additional publications, one a Presidential committee report and the other a policy statement from a major educational organization, were made public in 1957.

Higher Education for American Democracy

In July of 1946, President Truman established the President's Commission on Higher Education. The report of that Commission, *Higher Education for American Democracy* (HEAD) could still be used as a primer on many concerns of higher education today. Due to the influx of veterans into the colleges and universities at the end of the war, Truman called for a reexamination of the entire system "in terms of its objectives, methods, and facilities; and in the light of the social role it has to play" (U.S. President's Commission on Higher Education 1947, pp. iii, iv). In addition to Truman's mandate, the Commission itself recognized the special nature of its task. In the Preface, the Commission noted the increasing numbers of students entering college and the uncertainty with which the colleges responded; science and invention demanded greater maturity from youth; increasing ethnic diversity meant a need for "democratic reconciliation"; the U.S. was part of the world—isolationism seemingly had declined with the arrival of the atomic age (HEAD, I, pp. 1-2).

The report is an idealistic work through and through. Each of the six volumes expresses the basic theme that access to higher education must increase and be "democratized," that the role of higher education in society will expand, and that the federal government role must necessarily expand its support of people and programs. Three prime goals were: "education for a fuller realization of democracy in every phase of living . . . for international understanding and cooperation . . . [and] for the application of creative imagination and trained intelligence to the solution of social problems and to the administration of public affairs" (HEAD, I, p. 8). These goals were to be accom-

plished through the development of better individuals (HEAD, I, p. 11). Most of the remaining goals in the work are attempts to create conditions whereby education would permit individuals full realization of educational rights in a democracy. Numerous smaller aims are elaborated after statements of major goals, and basic goals are reiterated with objectives for their accomplishment throughout the six volumes.

Education for All—The pervasive goal expressed throughout *Higher Education for American Democracy* is "Education for All" (HEAD, I, p. 25). This goal is elaborated in several ways. Thus:

> The American people should set as their ultimate goal an educational system in which at no level—high school, college, graduate school, or professional school—will a qualified individual in any part of the country encounter an insuperable economic barrier to the attainment of the kind of education suited to his aptitudes and interests (HEAD I, p. 36).

The entire second volume, "Equalizing and Expanding Individual Opportunity" is devoted to the access goal with emphasis on *equality of availability:*

> Equal educational opportunity for all persons, to the maximum of their individual abilities and without regard to economic status, race, creed, color, sex, national origin, or ancestry is a major goal of American democracy. Only an informed, thoughtful, tolerant people can maintain and develop a free society.
>
> Equal opportunity for education does not mean equal or identical education for all individuals. It means, rather, that education at all levels shall be available equally to every qualified person (HEAD II, p. 3).

Many of the phrases in the preceding goal were based on the Commission's assessment of the barriers preventing many Americans from pursuing higher education. The Commission found economic barriers, regional variations, the barrier of a restricted curriculum, and racial and religious barriers (HEAD I, pp. 27-35). Their recommendations and elaborations on the barriers are clarified below. But the potency of the equality of availability goal rested on a sweeping new assessment of who should benefit from higher education. Specific numerical targets for the increased access to higher education were stated. Suggesting a 50 percent increase in the number of undergraduates over expected numbers based on pre-war trends, the Commission called for a minimum enrollment of 4.6 million students by 1960. Furthermore, their predictions were based on an evaluation of various test scores of American youth and resulted in the Commission's estimate:

1. At least 49 percent of our population has the mental ability to complete 14 years of schooling with a curriculum of general and vocational studies that should lead either to gainful employment or to further study at a more advanced level.

2. At least 32 percent of our population has the mental ability to complete an advanced liberal or specialized professional education (HEAD I, pp. 39-43).

But what about the barriers that stood in the way of the achievement of the access goals? Inadequate family income was recognized by the Commission as a primary factor that limited the opportunity of youngsters to attend college. In addition, a cycle of poor education producing poor communities producing poor educational opportunities was perceived (HEAD II, pp. 11, 16, 18).

In order to head off the economic barrier, a program of national scholarships and fellowships, extended free public education, community colleges, and fee reductions was outlined. Two ideas buttressed the solutions to the economic barriers, enhancing the notion of democratization. First, the Commission stated that "there must be developed in this country the widespread realization that money expended for education is the wisest and soundest of investments in the national interest" (HEAD II, p. 23). Second, a refutation of elitist education was expressed by the warning that education not available to all citizens could lead to "the creation and perpetuation of a class society . . . ."

Another type of barrier existed in the form of discrimination against individuals on the basis of racial, religious, and ethnic qualities. Urging educational institutions to act as pioneers against discrimination, the Commission tied nondiscriminatory education to the extension of democracy:

The time has come to make public education at all levels equally accessible to all, without regard to race, creed, sex or national origin.

If education is to make the attainment of a more perfect democracy one of its major goals, it is imperative that it extend its benefits to all on equal terms. It must renounce the practices of discrimination and segregation in educational institutions as contrary to the spirit of democracy (HEAD I, p. 38).

Although the dismal statistics on the lack of educational opportunity and attainment for Negroes are cited, the justification for increased opportunity was grounded on the Negro's status as a citizen. The majority of the Commission proposed that Federal monies be distributed only to institutions that did not practice discrimination.

Specifically, "with respect to any and all provisions which are hereafter made to give effect to the several recommendations for Federal aid in the States, it should be an explicit requirement in the legislation appropriating Federal funds that they only be accorded to those institutions where discriminatory practices do not exist" (HEAD II, p. 69). However, the strength of the Commission's reproval of segregation in higher education was weakened by a "Statement of Dissent" signed by four members. This statement acknowledged "gross inequality of opportunity" for Negroes, but cited the necessity of recognizing "established patterns of social relationships" and criticized "a doctrinaire position which ignores the facts of history and the realities of the present" (HEAD II, p. 29).

A lengthy section of volume one was dedicated to the content of education for free men, specifically a description of the need for general education. The rationale used for general education also grew out of the concern for democratized education and access. Recognizing that increasing enrollment would necessitate diversity of program, the Commission decided that in order to include "the kind of learning and experience that is essential to fit free men to live in a free society" diversity of programs would have to include a common core or general education. In that manner, the access goal and democratic education were used to support a call for general education.

Education Adjusted to Needs—In addition to "Education for All" and "Education for Free Men," (the slogan associated with the General Education chapters), "Education Adjusted to Needs" represented another goal and motivating idea for several attempts to extend access proposed by the Commission, particularly greater use of community colleges and recognition of the importance of adult education.

> To make sure of its own health and strength a democratic society must provide free and equal access to education for its youth, and at the same time it must recognize their differences in capacity and purposes. Higher education in America should include a variety of institutional forms and educational programs, so that at whatever point any student leaves school, he will be fitted, within the limits of his mental capacity and educational level, for an abundant and productive life as a person, as a worker, and as a citizen (HEAD I, p. 67).

In order to join the recommended expansion of educational opportunity with diversification of educational offering, the Commission recommended an expansion in the number of community colleges and multiplication of their activities. Community colleges were seen as serving the entire community with a variety of functions and programs:

> [They] will provide college education for the youth of the community certainly, so as to remove geographic and economic barriers to educational opportunity and discover and develop individual talents at low cost and easy access. But in addition, the community college will serve as an active center of adult education. It will attempt to meet the total post-high school needs of its community. (HEAD I, p. 67).

In addition to its recommendation on community colleges, a strengthened program of adult education was proposed, in the belief that opportunity could be equalized through the acceptance of more responsibility for adult education by colleges and universities (HEAD II, p. 59).

Organizational Changes—As was the case with the need to increase access, the Commission also took account of the organizational needs of higher education. Traditional models of organization were seen as based on aristocratic social needs; consequently, an organization was required that would serve democratic needs (HEAD III, pp. 1-3). However necessary a new democratic model was, the Commission held to a leadership-only role for government, seeing the government as facilitating "the free exercise of initiative and self-direction by educational leaders and institutions under their own devices" (HEAD III, p. 3). Administrative rigidity was to be avoided and flexibility maintained (HEAD III, p. 69). The immediate need that stronger organization would deal with was to provide more facilities.

To accomplish stronger organization at the state level, unifying educational regulation and planning from kindergarten through university, state commissions and organizations were recommended (HEAD III, p. 25-33). The role envisioned for the state coordinating commissions also embraced private institutions and proprietary schools, which were seen as needing both greater recognition and closer licensure and control (HEAD III, pp. 21-22, 71).

Considering the organizational aspects of higher education, the Commission, in its third volume, saw the provision of more facilities for higher education as essential if the democratization of higher education was to occur. More facilities depended on more state control and coordination while maintaining the flexibility and traditional independence of states and private institutions. The expansion of community colleges and 13th and 14th year programs was a keystone. The federal role was limited to providing aid to the financial structure and encouraging improved organizational machinery, including a strengthened Office of Education (HEAD III, p. 72). The Commission, in its fourth volume, also recognized that the provision of faculty members was necessary to extend access. Numerous recommendations were

made, such as "improving inservice education for faculty members," to meet the following objectives:

> . . . to give better preparation to larger numbers of prospective faculty members; to improve present methods of recruitment, selection, and placement of faculty personnel; to develop and expand inservice education programs; and to enhance the working conditions of all who carry the responsibility for post-high school education (HEAD IV, p. 61).

Financing—As *Higher Education for American Democracy* came to its concluding volume, it was necessary to recognize the fifth step in the sequence for democratizing higher education: (1) broaden and equalize opportunity for higher education; (2) assist able, but financially handicapped students; (3) make essential organizational changes; (4) expand and improve the faculty core; and (5) pay for it! To pay for it, the Commission recommended six action steps and eight guiding principles that led to an exposition on the necessity of federal financing.

The Program for Action made recommendations which bore directly on higher education access for a broader public. Specifically, the Commission suggested that "public education through the fourteenth year of schooling be made available, tuition free, to all Americans able and willing to receive it, regardless of race, creed, color, sex, or economic and social status" (HEAD V, p. 3). Also, fees were to be reduced beyond the 13th and 14th grade levels, a national program of scholarships instituted, federal aid for operating costs begun at a rate of $53 million annually, federal aid for capital expenditures initially being $216 million, and adult education expanded through colleges and universities (HEAD V, pp. 3-6).

The eight "Guiding Principles" provided the framework within which the Program of Action could occur. Under the Principles, an effective elementary and secondary system was presupposed and the social importance of higher education recognized. Funding should be adequate to carry out the planned tasks, but the plan of attack should be designed to assure equality of opportunity. All parties responsible for higher education would bear an equitable financial burden; the state responsibility was specifically recognized. The plan would "encourage" the flow of money into private institutions but not provide for public support of them. Finally, a finance program would stress the partnership idea between local communities, state systems, and the federal government (HEAD V, pp. 6, 7).

The New Federal Responsibility—As the Commission surveyed the job it had sketched for higher education and the principles sur-

rounding that job, the necessity of federal involvement apparently became clear. In the words of the Commission, "the time has come for America to develop a sound pattern of continuing Federal support for higher education" (HEAD V, p. 54).

As it had done in each step previously, the Commission spelled out seven principles for federal relationship to higher education, principles which connected the involvement of the federal government to the goal of broadening access. Federal funds were to be used for a "well-rounded and well-integrated program of education for all citizens, regardless of age, sex, race, creed, or economic and social status" (HEAD V, p. 56), which also meant that federal funds could be spent on all levels of education. The "equalization basis" was proposed as the basis for distribution of federal monies among the states. Thus, a minimum floor of educational services, even in the poorer states, would be paid for by the Federal Government. At the same time, the state-federal relationship was definitely to be a partnership, with a strong expectation that each state would accept responsibility for the administration and control of programs (and federal money). Naturally, auditing procedures were suggested that used the stick-and-carrot approach if states did not use federal monies as they were intended. The fifth provision required Federal funds to be appropriated for use only in institutions under public control. (This provision evoked a disclaimer from several members as did the desegregation provisions.)

Two final provisions suggested for the new federal involvement in higher education called (1) for the disbursement of scholarship monies directly to their recipients rather than to institutions, and (2) for the authorization of contractual relationships between the Federal Government and individual institutions, public or private, for the provision of specific services authorized by legislation (HEAD V, pp. 51-62).

Higher Education for American Democracy concludes with detailed plans for financial assistance to higher education and some final words on federal involvement, including these: "The time has come when the Federal Government must concern itself with the total and long-time needs for higher education. These needs are ever present and ever increasing. Higher education is no less important to the Nation in calmer times than in periods of national crisis" (HEAD V, p. 62).

Higher Education for American Democracy appears to have been a controversial document in 1947; some support for this evaluation can be garnered from Gail Kennedy's introduction to an anthology of commentary the report engendered: "One is hardly accustomed to ex-

pecting audacity from an official commission, yet the sweeping recommendations of this Report astounded conservative educationists" (Kennedy 1952, p. vi). Critics questioned "the feasibility of 'higher' education for such large numbers of our youth . . . the desirability of higher education for so great a number . . . the kind, or kinds, of 'higher' education which should be given . . . and the relation of the federal government to administration of the program" (Kennedy 1952, pp. vii, viii).

Recognizing that questions of the present are being asked of this document, and the actual effect of the report or lack of it glossed over, what the Commission said remains: extended democracy and opportunity are national objectives; higher education for the many is the road to take; talent is widespread throughout the nation but unable to develop without available higher education; and the end of an "elitist" higher education is the goal. Specific steps to effect the goals were suggested, e.g., the extension of community college opportunities. Furthermore, a glint of the future role of higher education in our society was recognized by the Commission, and a new federal responsibility for involvement, bankrolling, and coordinating called into being with a program of specific steps. Many of the questions faced in *Higher Education and American Democracy* persist.

President Eisenhower's Committee on Education Beyond the High School

Ten years after the publication of *Higher Education for American Democracy,* two more reports were published that established goals for higher education. In the spring of 1956, President Eisenhower appointed the President's Committee on Education Beyond the High School. Their report, titled *Second Report to the President,* was published in July 1957. Although a third and final report was planned, a note at the end of the preface suggests that Congress refused to fund additional monies for the third report.

As with Truman's Commission, Eisenhower's Committee noted that the social context for higher education had wrought "revolutionary changes" in American education. Thus, "an explosion of knowledge and population, a burst of technological and economic advance, the outbreak of ideological conflict and the uprooting of old political and cultural patterns" along with "unparalleled demand by Americans for more and better education" had produced forces that created an ever-increasing gap between educational needs and effort. If that wasn't enough, 3 months before Sputnik the Committee noted the Soviet

leadership was producing scientists, engineers, and technicians on a large scale (U.S. President's Committee on Education Beyond the High School 1957, p. 1; hereafter referred to as EBHS).

The Committee described the existence of an educational complex combining traditional, military, private business, and adult education efforts, but rejected any attempt to answer questions concerning the complex since no data was available. They turned to the traditional sector of higher education, noting that with the college age cohort at its lowest point in 25 years, enrollments in higher education were at the highest level in history because of the increased proportion of college attendance. This reality was joined to the warning that "colleges and universities must operate within the limits of the economic and educational resources available to them" (EBHS 1957, pp. 1-3).

Six propositions concerning the next 10 to 15 years were made by the Committee; since they relate to the goals established by the Committee (expressed as "priorities"), these propositions are important:

> 1. If the United States is to become increasingly a society of students it must also become increasingly a society of teachers . . . .
>
> 2. The quantity of students and the quality of education cannot rise together unless basic educational resources also rise with sufficient speed . . .
>
> 3. . . . the choice between quality and quantity is not mandatory. The Nation needs more of both, and it can have more of both if it decides to do so. The decision rests much more with the public than with the educators, and the public's decision must be expressed in terms of greatly increased financial support for colleges and universities.
>
> 4. . . . teachers must be enabled to increase their effectiveness, and buildings and all other educational resources must be used more efficiently, through improved management and more effective academic procedures.
>
> 5. . . . it is of the highest importance that priorities be wisely established and firmly adhered to, that careful and comprehensive planning be done, with a high degree of lay participation, and that the efforts of neighboring institutions be better coordinated than ever before.
>
> 6. The coming years will require greater public understanding and support, a strong and sustained effort to enlarge and improve higher education, a burst of imaginative experimentation and many changes in our conventional educational practices . . . . (EBHS pp. 4-5).

After the findings, the Committee listed several priorities that appear to be "goals." The priorities are listed in the summary report and elaborated upon in separate chapters detailing recommendations to accomplish each priority. The first priority is teachers. The Committee found that "the most critical bottleneck to the expansion and improvement of education in the United States is the mounting short-

age of excellent teachers" (EBHS p. 5). To accomplish the goal of maintaining and securing better teachers, higher salaries, better recruitment and preparation and greater teacher utilization were urged (EBHS pp. 5-8).

The second "goal" listed by the Committee is "expanding educational opportunity." "The American goal is to enable each young person to develop to his or her full potential, irrespective of race, creed, national origin or sex" (EBHS p. 8). To work toward this goal, Americans were urged to provide better guidance and counseling, to balance the aid to colleges and universities against the aid to young people, and to help students by low-interest loans, jobs, tax revision and scholarships. The Committee specifically excepted itself from agreement with those who felt that the answer to the enrollment problem was to raise admissions standards (EBHS pp. 8-11).

Following the priority of "expansion of opporunity" was a cautious priority of "expansion of facilities." Recognition of the possible need for new facilities was accompanied by suggestions that existing facilities could be better used through identification of unused space and changes in time schedules, calendars, and procedures. There was decided emphasis on management rather than growth. If new institutions were to be built, the Committee suggested that communities consider community colleges as the ideal form, although "great good for all higher education might come from the establishment of a few highly experimental new colleges . . ." (EBHS pp. 12-13).

The Committee recognized that the financing problem for higher education was going to be difficult, requiring "an enormous expansion of funds from all customary sources—besides tuition and fees, from alumni corporations and other private donors, and from State and local governments" (EBHS p. 13). Aside from the call for financial assistance from "all customary sources," there were several specific proposals for federal financial assistance. Thus, the College Housing Loan Program was recommended, as well as the extension of slum clearance programs and matching grants-in-aid for construction of income-producing facilities. In addition, the federal government was admonished to pay full costs for research contracts. Finally, in order to expedite the flow of funds from "all customary sources," revision was urged on revenue laws "to encourage larger contributions from more individuals . . ." (EBHS p. 14).

Although the recommendation on federal role in higher education is labelled "Tooling Up the Federal Government," the first sentence clarified the Committee's position: "The Committee believes that

the role of the Federal Government in higher education should be definitely residual" (EBHS p. 14). Acknowledging the long time federal involvement in higher education through isolated programs, the Committee identified two large needs which the federal government had respecting higher education. First, it was recommended that the Office of Education establish a fact-finding and reporting service akin to the agriculture market reporting service. Secondly, the Secretary of HEW was urged to name a standing committee to review and recommend and inform on the state of education in the U.S. (EBHS pp. 15-17).

Brief Comparison of 1947 to 1957 Commission Reports

In a 1957 article which is generally favorable to the 1957 President's Committee on Education Beyond the High School Report, Richard Axt makes observations which do serve to place the contrast between the two reports within some of the issue-dimensions which surround the concept of goals. Axt argues that the 1947 document is "much more a report of and for educators than that of the Josephs Committee" (EBHS 1957) (which he sees as addressed to "interested laymen" and "busy administrators") (Axt 1957, p. 292). This assertion is based on Axt's conviction that the 1947 report espoused the view that "education is an instrument or vehicle for change—for deliberately changing society or the world."

Another comparison Axt draws is the sharp distinction between the two reports in approach to federal role in higher education. As he contrasts them, "[in the 1947 report] the Federal Government was to play a major role, by virtue of financial aid, in achieving the goals set by the Commission and in the support of higher education" Axt 1957, p. 292). But, "the 1957 report takes the world and American society as it is and tries to see where higher education fits in the world." Axt characterizes the 1957 report as representing a "moderate rather than negative" position on the role of the Federal Government. Later, the reports are respectively classified as espousing the "welfare" view (1947) and the "manpower" view (1957) (Axt 1957, p. 293, 298).

Higher Education in a Decade of Decision (NEA)

In 1957 a second report on higher education was published with national policy implications—the National Education Association's *Higher Education in a Decade of Decision (NEA).* This represents an early example of a nonofficial, national policy statement on higher education. Like the Eisenhower Committee, the NEA Educational Policies

Commission concerned itself primarily with the expected wave of college enrollees that would force answers to questions about the future of higher education in American society:

> For whom will college education be provided? How will higher education be financed? How will it be organized? What are the desirable relations of higher education to the state? Is academic freedom in the public interest? What curriculums can best meet the hopes of talented youth and the needs of our times? What do Americans expect higher education to contribute to the future of America? (NEA 1957, pp. x-xi).

The Commission then enunciated five purposes for higher education:

> [1] to provide opportunity for individual development of able people, [2] to transmit the cultural heritage, [3] to add to existing knowledge through research and creative activity, [4] to help translate learning into equipment for living and for social advance, [5] to serve the public interest directly . . . (NEA, p. 10).

The Commission then noted the desirability to maintain and accentuate the variety and diversity of American higher education, and stated that the distinction among different types of institutions should be clarified. It believed a corollary to this point was that diversity of control should be maintained: "An effective national enterprise is far more likely to result from many centers of initiative than from a tightly organized, single system of control" (NEA, p. 20).

The answer to Who? was that higher education should be provided *"for all youth who are capable of profiting by it."* Apparently rejecting contemporary fears of too many college enrollees, the Commission asserted: "This is no time for panic or despair. Higher education in the United States has doubled its enrollment four times since 1900; it can do so again" (NEA, p. 33). In fact, the Commission urged colleges to be "active rather than passive" in their "selective recruitment."

In contrast to the Eisenhower Committee report, the Commission found it desirable for all institutions of higher education to expand. They recommended a general and liberal education in a collegiate atmosphere, research in an air of academic freedom, and selection of faculty members from a variety of untapped sources (NEA, pp. 62, 77).

On the issue of policy formulation, voluntary cooperation and coordination were emphasized, with coordination of resources within the institutions seen as the most essential element (NEA, pp. 121-122).

In its twenty conclusions and recommendations, the Commission stressed the need for retention of "diversity and flexibility," and for

"strong programs of selective recruitment"—giving priority to those with ability and not trying to hold down enrollments. Expansion should begin with existing institutions and follow statewide planning and local coordination. Educators were urged to experiment with methods of instruction and to throw more responsibility on students for their own educational development, including independent study.

An urgent need was the recruitment and maintenance of faculty and the preservation of academic freedom. The Commission saw interinstitutional cooperation as feasible and worthy of increase. Financially, faculty salaries were the highest priority; increases were called for in philanthropic and corporate giving, to be accompanied by "reasonable increases" in public fund allotment. Scholarship programs were desirable and they were to be based on merit and need (NEA, pp. 150-151).

The Committee concluded by considering the future role of the Federal Government. Federal aid seemed essential, but observing that such aid was given primarily to support specific contractual enterprises, a plea was entered for the identification of a means for general aid to preserve the integrity of higher education (NEA, p. 151).

Higher Education for American Democracy suggested a response to a new set of social conditions. Written with fervid idealism, it urged the measures to expand the equality of opportunity for higher education to increase the democracy in our society and maintain economic and social mobility. Massive numbers of potential students were identified as the Truman Commission spotted hidden talent and dissolved barriers to higher education. New types of institutions (community colleges) and new facilities were needed along with additional faculty to meet anticipated enrollments. Scholarships for students and infusions of federal money would increase the financial burden on the nation. Although better state coordination and responsibility were recommended, a new federal responsibility for higher education was proclaimed.

By 1957, the Education Beyond the High School Committee report and *Higher Education in a Decade of Decision* both pronounced goals that reflected an expansion of enrollment. The need for new faculty was the highest priority, with expansion of opportunity second. Contrasting goals were financing, expansion, openness of access, and federal involvement. Although national policies for higher education goals have taken new directions, in many ways these early documents created the channels that later reports would deepen, accent, or divert.

State Goals for Higher Education

In this chapter, several state goal statements are discussed. Much of the goal statement by the Regents of the University of the State of New York is presented verbatim, since that document is representative of many state documents in content and format and because it provides definitions previously mentioned in this paper but worthy of repeating. The purpose of this chapter is to demonstrate some of the range and scope of state goals for higher education; while no strong claim of generality is advanced, the author believes other state documents will not differ greatly from those examined here.

State documents do vary somewhat from national policy goal statements. Although being goal statements they consist largely of broad abstractions, frequently they refer to specific objectives regarding the resources of the state. Legislative concerns are represented more directly. Judging from the appearance of specific, narrow concerns amid broad generalities, state goal statements must occasionally represent the political strength of a member of a goal formulating committee. However, a more important characteristic is that state goals are more directly connected to immediate priorities and specific plans. These in turn are rejected or put into action with money by legislatures. State goal statements also may reflect more closely its population's concerns and wishes. Examples of this will be seen in the Minnesota statements.

As the Carnegie Commission points out, states have traditionally held the responsibility for the development of higher education in the U. S. This is a tradition they regard as worth continuing. The Commission provides a list of "minimum elements" that should be involved in any state (goal) planning effort, ranging from provision of access to appropriate institutional function and growth (Carnegie Commission 1971a, pp. 1, 2, 34).

A repetition of Palola, Lehmann, and Blischke's levels of goal analysis is of value here too. As they perceive the relation of a state to the goal formulating process, "the state government and/or the statewide planning agency is faced with the task of defining statewide goals. At this level the goals are necessarily somewhat abstract and concerned with broad public policy issues . . ." (Palola, Lehmann, and Blischke

1970, p. 16). Four categories represent the range of goals to which a state would be committed:

> 1. Social/cultural goals refer to a concern for contemporary social problems, the democratization of educational opportunities, the promotion of cultural interests and activities, and standards for excellence in education.
>
> 2. Economic goals refer to the supply and demand of economic resources, trained manpower, and the deployment of human resources.
>
> 3. Political goals refer to the form, function, and process of government, and an appreciation of and concern about governmental affairs by an informed citizenry.
>
> 4. Humanistic/psychological goals refer to a recognition and building of educational programs which cater to the individual needs of students and encourage students to search for values and strive for self-awareness (Palola, Lehmann, and Blischke 1970, pp. 16-17).

In fact, most of the state goal statements examined included the elements suggested by the Carnegie Commission and represented by Palola's categories, with the exception of category three. However, since an actual case is the best exemplar, let us consider the goals proposed for higher education in the State of New York.

New York's "Education Beyond High School"

The Regents of the University of the State of New York provided the goals for higher education as an initial portion of the planning bulletin for the development of a 1972 master plan. "Purposes," "Goals," "Concerns," and "Objectives," in that order, represent the hierarchy of aims proposed by the Regents. Only the first three are included in the statement of goals; the objectives, which are "specific ends to be achieved in the functional area of the goals which each is designed to support," were to be part of the actual statewide plan. The planning bulletin on goals explains the relationship of the goals to the statewide planning effort, defines each element, and states purposes, goals (each with what is called "rationale"), and concerns. To illustrate typical wording and scope of a state goal document, each of the purposes, goals, and concerns is quoted with explanation added when appropriate.

> A. Purposes [Defined as: "the enduring aspirations of society [which] provide the departure point for the goals"] *To provide lifelong higher and professional educational opportunities and programs for all those in the State wishing to pursue them.*
> *To meet the needs of society for an educated citizenry, for trained personnel, and for research and community services* [italics in original].

B. Goals [Defined as: "desirable conditions that are sought. They are couched in broad, qualitative terms, identifying functional areas of interest. It is recognized that goals may be only partially attainable; that they may exceed our society's ability to reach them; and that, at any given time, they may have to be limited or deferred."]

1. Equilization [sic] of Educational Opportunities.
An equalized opportunity for entry into higher education for all those who are high school graduates or those possessing equivalent experience (New York, Regents of the University of the State of New York, 1971, pp. 2-3; hereafter referred to as New York Regents).

The rationale for goal one is that "equality of opportunity" has been an enduring national value that has been clarified over the years. It is noted that the most obstinate barrier is the economic one, which is sticky because of debate over who should pay for and who benefits from higher education.

2. A Comprehensive System of Higher Education.
A range of higher education institutions and agencies sufficient in number and diversity to provide the levels, types, and quality of academic and professional programs which will meet the requirements of those who wish to participate in such programs (p. 3).

Here, the emphasis is on breadth of choice to enable individuals to pursue an education "to the limits of their capacities and their motivations to learn." It also means "easy vertical and lateral mobility" between types of institutions and availability of education for the lifetime of adults.

3. Excellence in the Pursuit of Knowledge.
A higher educational system that supports an atmosphere of inquiry conducive to the systematic search for knowledge and a quality of achievement of the highest caliber in whatever area studied (p. 4).

4. Meeting the Educational Needs of Society.
A meshing of the students' aspirations and abilities for higher education, the availability of academic and professional programs, and the needs of society as manifested by career opportunities (p. 4).

"Rationale" includes the point that while the educational needs of individuals are primary, the manpower needs of society must be met.

5. A System Responsive to Community Needs.
An integration of the capabilities of higher education with the needs and aspirations of the communities in which the particular institution exists (p. 5).

In common with several other states, the rationale appears to emphasize the limits to this goal. Thus, "institutions of higher education should exercise great care about the extent to which they become the agents of direct social change" (p. 5).

This concludes the section entitled "goals." It is followed by an explanation that goals must be accompanied by resources. Then eleven "priority concerns" are given that detail the meaning of each goal.

The priority concerns are identified as "concerns to which all institutions of higher education are requested to address themselves in preparing their plans in accordance with their own objectives, traditions, and resources" (p. 7). They are concerns the Regents see as of great importance.

1. Higher Education as a Lifelong Opportunity.

> Education is an activity limited by neither time nor achievement. This means that age does not determine the time when a person needs to be admitted to a higher institution, either in terms of pursuing a formal degree or of studying a certain subject or several subjects. In the future a more diverse population will be seeking the services of higher education (p. 7).

This concern is further elaborated to include a directive that all institutions try to serve as many citizens as desire their services, within the scope of their own institutional objectives, so that the needs of the "entire mature population" are met.

2. *Humanistic Values in a Changing Society* (p. 8).

Basing this concern on "the futuristics of education," the Regents suggest a needed rededication of the development of humanistic values. The rededication would occur through more relevant curricula, increased educational opportunities, and better prepared educators able to effect desired behavioral changes. Specifically, they affirm a policy of open admissions, which means the opportunity for each high school graduate to pursue some form of postsecondary education; curriculum relevancy; and teacher education, which calls for a competency-based, field-centered teacher training program.

3. Economics and Financing of Higher Education (p. 10).

This concern ties new doubts about the national economic development value of education and the personal self-improvement value of it to the responsibility of higher education to measure its outputs in quantifiable terms. It is a rather lengthy treatise on the need for better financial management.

4. *Financial Aid to Students*

> The Regents have adopted a policy that no student should be denied access to higher education at an institution of his choice solely on the basis of his financial condition. Further, they believe that any person should be able to pursue studies of a post-secondary nature so long as he is able to profit from them (p. 11).

This is really a request for suggestions from institutions on how to maintain that policy in view of more diverse students and tighter financial pressures.

5. *Vertical and Lateral Mobility in the Educational Continuum* (p. 12).

This suggests a recognition that it is still a trying experience to begin higher education, one that should be smoothed by proper placement and an awareness of previous experience. It is recommended that "higher education institutions . . . be flexible when evaluating academic work completed at other post-secondary institutions, such as proprietary and trade schools" (p. 12).

6. *The Governance of Higher Education* (p. 13).

This section calls for discussion of two questions: how will higher education be governed and by whom? The Regents urge each institution to consider the questions publicly.

7. *Development of Complementary Institutional Relationships* (p. 14).

The Regents note that any statewide planning will succeed only if institutions try to cooperate; consequently, there should be greater effort toward cooperation.

8. *Delivery Systems for the Teaching/Learning Process* (p. 15).

Recognizing again that the student body will be more diverse than it has been, this concern asks for greater recognition of individual differences and more utilization of technology in instruction. The external degree is seen as a possible approach and attention is called to the need for libraries as "total learning environments."

9. *The Role of Research* (p. 17).

This concern asks each institution to evaluate its policies on research.

10. *Manpower Shortages and Surpluses* (p. 18).

The Regents reject the manpower planning argument and ask for more responsible planning within higher education when new degree programs are established or contemplated. They also recognize the necessity of career assistance for students.

11. *Special Community Services for Higher Education Institutions*

This section notes the pressures on institutions to become directly involved in social action. It suggests a balance between ivory tower and panacea.

With the eleven concerns stated, the goals for the University of the State of New York are complete. Taken as a whole, the goals move from the broad, general categories to elaborations that permit contemporary issues to be aired, such as the degree to which institutions should be activist. Turning from New York, let us consider specific items from other states.

Goals and Concerns in Other States

The New York Regents detailed the interrelationship of goals and planning as: "*the establishment of goals; the execution of research . . .*; and *the making of decisions* based upon value judgments" (New York Regents, p. 21). In California, the Select Committee mentions in addition that the assessment of the current system of higher education, which will serve as basis for planning for future systems, rests on agreement about the goals of public higher education. Thus goals are necessary for both future planning and for evaluating previous efforts.

Several issues are specified in support of the master planning effort in California, of which establishment of goals is an integral part. Increased enrollment, uncontrolled local aspiration, fear of segmental competition, and a "plethora" of questions from the political arena are cited as reasons behind the planning effort (California, Coordinating Council for Higher Education, Select Committee on the Master Plan for Higher Education 1972, pp. i, ii; hereafter cited as California). It can be assumed, of course, that the elaboration of these reasons is a political step itself. In fact, in prefacing the statement of goals, the Select Committee suggests that the purpose of the goals is to "inspire" the public to support a system of higher education (California, p. x).

In Connecticut, as in several other states, the available statement of goals was enunciated by a committee that disclaimed official status. In their background findings, the Resource Group makes several observations that represent the contemporary quality possible with state goal documents. For example, they observe that the present disenchantment with higher education can only be met by better coordination. Also, they see a need for intermittent education throughout the citizen's lifetime (Connecticut Commission for Higher Education 1973, pp. 1-3).

Two presentations by the Minnesota Higher Education Coordinating Commission were available to the author; they evidence the

manner in which state goal documents reflect the need for change. In 1968 the Commission published *A Philosophy for Minnesota Higher Education*. In 1973 the publication was *Responding to Change; Recommended State Policy for Meeting Minnesota's Present and Future Needs for Post-Secondary Education*. In introducing the new policy statement, the Commission observes that in the past decade the primary emphasis was on expansion to meet increases in the number of students. In 1972, however, there were no increases in the number of enrollees which presented new problems and challenges (Minnesota Higher Education Coordinating Commission 1973, p. vi). Although basic goals may remain the same, the process of broadening of meaning is acknowledged, so that "access," for example, will be greater for more students from socially and economically disadvantaged groups (p. xiv).

In the New Jersey Board of Higher Education volume *Goals for Higher Education in New Jersey* there are two striking items. First is a clear statement of the relation of goals to society and goals to planning:

> The establishment of goals requires understanding and judgment. Goals must be based on a broad conception of the trends and developments taking place in society. Goals necessarily reflect values and are therefore difficult to formulate. Nevertheless, the establishment of goals is the crucial step in the planning process, and it is in the effort to reach the goals that all planning decisions are made (New Jersey Board of Higher Education 1970, p. 3).

Second, although many of the state goals hint at the need for the preservation or encouragement of academic freedom as a goal, the eighth New Jersey goal is simply "to sustain academic freedom" (p. 14).

Moving to the west, the Oklahoma statement acknowledges that one purpose for the elaboration of goals may be to remind institutions of the purposes for which they were created by society. Over time institutions may develop their own goals that could precipitate conflict between institution and society (Hobbs 1970, p. 19). With the purpose in mind of avoiding this type of conflict, the Regents in Oklahoma held meetings and studied the goals. The outcome was *Goals for Oklahoma Higher Education,* published in 1966 (Oklahoma, State Regents for Higher Education, 1966), and republished in a planning format in 1970 (Hobbs 1970). The Oklahoma goals are divided into four types: those related to individual needs; those related to societal needs; those related to the nature of higher education; and those related to effectiveness and support. One unusually specific goal enters the array of thirteen. Number ten reads "Graduate instruction and re-

search of high quality should be provided and adequately supported" (Hobbs 1970, p. 23). In view of the generality of the other goals, this evidently represents a specific concern of some state officials.

In addition to the usual goals, South Carolina's *Goals for Higher Education to 1980* includes the goal of preserving the nonpublic sector, "recognizing the vital contribution made by the state's private institutions and the adverse impact on the state if the load carried by them is significantly reduced" (South Carolina, Commission on Higher Education 1972, p. 5). Also unusual is the goal of sustaining the appreciation of the state's citizens for what higher education does (p. 4).

This brief review of several state goal statements has shown that while state documents include the language of abstraction inherent to goal statements, they include specific objectives for each state and an awareness of the political necessities and immediate priorities of their states. State goals have included provision for access; appropriate institutional function and regulation of growth; and levels have included social, cultural, economic, and humanistic/psychological objectives. In the New York Regent's statement, it was seen that goals combine individual and state educational needs and represent a fairly typical package: equality of access (to all citizens, over time and over level); a comprehensive system (diversity and flexibility included); excellence (where "scholarship" is recognized); meeting educational needs of society (combining career objectives with manpower needs); and community needs (but how much?). As was seen in California, many of these goals are recognized as interlocking and interdependent. The New York Regents also used "concerns" to express the revision and elaboration that link goals to immediate problems. For example, the impact of "futuristics" was mentioned. Under "concerns" contemporary doubts regarding the value of higher education were connected with the accountability thrust.

State goal statements at their best demonstrate the integral relationship of goals to evaluation and planning. Their particular virtue lies in the combination of abstraction with sociopolitical reality. In addition, they have shown awareness of contemporary movements: lifelong education, postsecondary education, and the effects of no-growth.

Current National Goal Statements

The past 5 years have seen a wave of studies, essays, and proclamations on higher education. Some of these originated with study groups of national scope or resulted from presidential mandate. A smaller group actually stated recommendations falling into the category of national policy goals. In all, twenty-two documents were selected and examined, even if briefly, for this chapter. Fifteen of these were Carnegie Commission reports representing the Commission viewpoint. Among the other seven, three are discussed in detail.

Four "Name" Committee Reports

One problem faced in studying current higher education is the bibliographic identification of reports. Proper names of chairmen are in widespread use for reports with bureaucratic citations. Four of these reports were originally selected for consideration but proved to have purposes other than the recommendation of national policy goals as defined here. One example is the "Hazen" report. Published by the Committee on the Student in Higher Education, the Hazen report observes that college has a developmental role, a concern with the personality of the student. Intellectual development ordinarily occurs in a context of growth into adulthood. Taking no exception to the value of quantitative planning for higher education, the Committee does ask for qualitative planning to consider the quality of human relationships in the college environment. The report makes several recommendations toward that purpose (Committee on the Student in Higher Education 1968, pp. 42, 57, 58).

Also published in 1968, the "Muscatine" report was actually the product of a Select Committee from the Academic Senate of the University of California, Berkeley. It is an institutional report that probably achieved notoriety because the issues it addressed at Berkeley initially received media attention. Although the document is begun with a four-page statement of "philosophy," the forty-two recommendations stretch over 200 pages; many are instructional in nature. *Education at Berkeley* makes no claim to be other than an institutional policy guide, framed in the early period of student dissent (California, University of, Berkeley 1968).

The "Linowitz" report, published in 1970 by the American Council on Education, was concerned also with the consequences and modera-

tion of disorders on campus. It does state goals viewed in the context of reducing disorder; however, the substance of *Campus Tensions: Analysis and Recommendations* is a set of recommendations, largely institutional in character and designed to reduce tension (*Campus Tensions: Analysis and Recommendation,* 1970).

Another product of the era of student dissent is the massive "Scranton Commission" report. Noting the context of a "crisis of violence" and a "crisis of understanding," the Scranton report established the connection between external social and political discord and the upheavals that had rocked campuses. In addition to detailed analysis of several campus disorders, the report gives pages of recommendations designed to prevent disorder on campuses (U. S. President's Commission on Campus Unrest 1970).

Assembly on University Goals and Governance

Turning to a non-governmental, national level policy statement, the *Report* of the Assembly on University Goals and Governance is an effort of the American Academy of Arts and Sciences to publicize a dialogue and study on higher education undertaken by the Academy. Various councils of the Academy studied different groups of issues such as "Access, Scale and Quality." This report attempts to stimulate discussion with proposals stated in the form of "theses." The eighty-five theses are drawn together under nine themes. It should be noted, however, that the theses are only loosely cordoned by the themes. The nine themes can be regarded as compressed statements of goals, although no official position is represented by either themes or theses.

The nine themes are as follows: (1) "Learning: the Central Mission"; (2) "Knowledge as a Basis for Educational Reform," which includes the need for self-scrutiny by institutions of higher education; (3) "Admissions and Attendance: Extending Choice." This theme is explained with these words: "Colleges and universities ought to be open to those who are able and ready to benefit from association with them; this implies that those who attend choose to be there" (Assembly on University Goals and Governance 1971, p. 7; hereafter cited as Assembly). (4) "Experimentation and Flexibility in Undergraduate and Graduate Education"; (5) "Diversification and Differentiation"; (6) "Preserving the Private and Public Systems"; (7) "Enhancing the Professoriate"; (8) "The Presidency: Governance by Delegation and Accountability"; (9) "Self-Help," which explains what institutions can do for their own survival (Assembly, pp. 6-10).

An example of a thesis provided by the Assembly is Number 76 in the section of theses keyed to the theme of "self-help."

> Higher educational institutions in America, to their detriment, are imitative. The "front-runners" are constantly aped by those with more limited resources. As a result, though there are over 2,500 institutions, they converge on a few models. Policies designed to produce greater differentiation, though difficult to fashion, are essential. *Colleges and universities should become more discriminating in relating their resources to particular needs, less worried about their standing (often a mythical one) vis-à-vis other institutions and more determined to develop experiments in every aspect of institutional life.* If these things were done, the claim of American higher education to being pluralistic would begin to approach reality (Assembly, p. 80; italics added).

Many of the Assembly's theses fall outside the realm of national policy goals; issues considered include extending admissions, preserving institutional differences, preserving private higher education, and the need for self-study in striving for excellence.

Carnegie Commission Reports and Recommendations

A library with a collection of books about contemporary higher education in the U. S. undoubtedly will have the Carnegie Commission publications, fifteen of which were examined for this paper.* The fifteen are from the "reports and recommendations" series by the Commission, as opposed to the even more numerous commissioned studies and background works, and are considered chronologically.

To the best of the author's knowledge, the Carnegie Commission on Higher Education has no official stature at all, nor does the Commission represent itself as having such stature. As Alan Pifer explained in reference to the Commission's nature and origin, "its mission is to speak to the nation *about* the enterprise of higher education, not *for* it" (Pifer 1972, pp. 7, 8). Nevertheless, in higher education, the Commission reports receive wide publicity and discussion and their effect is on the level of setting national policy goals.

A Chance to Learn. An Action Agenda for Equal Opportunity in Higher Education. Published in March 1970, *A Chance to Learn* expresses the Commission concern that students who desire to attend higher education not be prevented by an enrollment crunch. Specifically endorsing an "open system," the Commission stresses the necessity of maintaining an open channel for economic and social mobility.

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*Three not studied, but listed in the bibliography are: *The Open-Door College; The Fourth Revolution;* and *From Isolation to Mainstream.*

> The transcendent goal is that inequality in one generation should not, inevitably, be a legacy of succeeding generations. For each young person should have a full chance to demonstrate his intellectual ability and respond to his motivations to excell in constructive endeavor. From a national point of view, we cannot afford the domestic brain drain of able young persons who, through no fault of their own, are handicapped in making valuable contributions to the life of society (*A Chance to Learn* 1970, p. 3).

The Commission made five recommendations on how institutions and states could keep their systems open. In addition they stressed the necessity for individualization of program opportunity for students, arguing that "progress is as important as access" (*A Chance to Learn* 1970, p. 13).

Quality and Equality: Revised Recommendations. New Levels of Federal Responsibility for Higher Education. This publication continues the Commission's expressed interest in extending access, an interest first expressed in the 1968 version of the publication. A major shift is observed in priorities from the 60s to the 70s. More emphasis is needed on "increasing equality of educational opportunity, education for the health services, and academic reform and innovation" (*Quality and Equality: Revised Recommendations* 1970, p. 1). However, first priority is reserved for "achieving equality of educational opportunity" to preserve general economic opportunity within the American economy. Financial aid, elimination of various barriers and cost-of-education allowances to institutions are recommended to facilitate this objective. Concluding with a positive projection for the role of postsecondary education in the U. S., the Commission believes postsecondary education is potentially "a central force for national improvement." Recognizing the problems facing higher education, the Commission nevertheless anticipates universal access and recommends federal policies to keep the doors open.

Higher Education and the Nation's Health. Policies for Medical and Dental Education. Reflecting a concern for a more effective system of health care delivery and the necessary training needs for professional health manpower, this publication has seven objectives that represent health education goals. An example is "to provide more appropriate training for the work actually performed and, in doing so, to respond to the constructive suggestions of students" (*Higher Education and the Nation's Health* 1970, p. 3). Aside from obvious societal implications, this report is limited to health education recommendations.

Less Time, More Options. Education Beyond High School. Generally concerned with the flow of students through the formal degree

program in higher education, this report recommends changes in the flow pattern of students. Several key ideas are enunciated. Along with the idea that education should be available throughout the lifetime is the corollary that education should not be the only legitimate step after high school, that other options, particularly jobs, should be available to young people. These recommendations require the acceptance of less dependence on college degrees as certifications of competency. The Commission argues that real social value will result if students are encouraged to mix with workers of all ages. In addition to stated goals, several formal recommendations are made, which are treated here as goals:

> That the expansion of postsecondary educational opportunities be encouraged outside the formal college in apprenticeship programs, proprietary schools, in-service training in industry, and in military programs; that appropriate educational credit be given for the training received; and that participants be eligible, where appropriate, for federal and state assistance available to students in formal colleges.
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> • • •
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> That alternative avenues by which students can earn degrees or complete a major portion of their work for a degree be expanded to increase accessibility of higher education for those to whom it is now unavailable because of work schedules, geographic location, or responsibilities in the home.
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> That opportunities be created for persons to reenter higher education throughout their active careers . . . (*Less Time, More Options* 1971, pp. 13, 19, 20.)

The formal goals for 1980 specified by the Commission in *Less Time* include community colleges spread across the nation, the inclusion of all educational enterprises in state planning, and Federal support for all students, not just those in traditional institutions (*Less Time, More Options* 1971, p. 31).

The Capital and the Campus. State Responsibility for Postsecondary Education. In this report, the Commission urges the states not only to hold to their traditional responsibility for higher education, but also to broaden their scope "to encompass the whole range of postsecondary education, not just the colleges and universities, and to provide universal access to postsecondary education" (*The Capital and the Campus* 1971, pp. 1-2). At the same time, the Commission warns against the over-development of "heavy-handed regulatory councils." To maintain diversity, innovative practices, and other standards, some form of state aid to private colleges and universities is also recommended.

Dissent and Disruption. Proposals for Consideration by the Campus. Accepting the proposals of the Scranton Commission and reiterating the connection between campus disruption and societal problems, this report proposes policies to protect dissent and to end disruption on campuses. No goals of national policy nature are stated (*Dissent and Disruption* 1971, pp. 1, 2).

New Students and New Places. Policies for the Future Growth and Development of American Higher Education. Presenting the enrollment projections to the beginning of the 21st century used by the Commission, this report also makes policy recommendations on the growth of institutions, innovation, and diversity in higher education, the need for new institutions, and the encouragement of flexible patterns for participation in higher education. Noting that growth as it has occurred in higher education is ending, the Commission observes that public policy toward education may be in for reassessment after 100 years of support. Most of the policy recommendations in *New Students* are repetitious of previous recommendations, including increasing equality of opportunity for lower income students, extending opportunity through open degree plans and community colleges, loosening the structure so students of all ages can move in and out of higher education, preserving and accentuating diversity among institutions and preserving private institutions through financial support. Particularly stressed are efficient management concepts based on the critical mass concept for institutional size (*New Students and New Places. Policies for the Future Growth and Development of American Higher Education* 1971, pp. 1-6; 39, et passim).

Institutional Aid. Federal Support to Colleges and Universities. Arguing the relation of higher education to the national welfare, this report urges the Federal Government to provide substantially greater funding for higher education, but within a framework of state support and basic responsibility for higher education. However, it should be noted that the rationale for Federal funding relates to the access goal:

> ***The highest single priority for federal funding in higher education in the 1970s is to help fulfill the two-century old American dream of social justice.*** Equality of opportunity has long been promised to all of our citizens. Increasingly such equality means equality of opportunity to obtain a college education. . . . This is a *national* promise and the federal government has a special responsibility to aid higher education in carrying it out (*Institutional Aid* 1972, pp. 2-3).

After this priority goal, the Commission sees the provision of a maxi- [illegible] free choice for students in selecting the institutions they wish

to attend. Some place should be available for all students. At the same time *"the autonomy of institutions should be preserved" (Institutional Aid* 1972, p. 3). This proposal thus recognizes the Commission's additional objective of maintaining institutional diversity.

The More Effective Use of Resources. An Imperative for Higher Education. The Commission recognizes the existence of a confidence crisis in higher education because of financial stringencies and other problems. In what approaches a handbook of management suggestions, this report recommends the more effective use of resources as one solution to the crisis. With effective use of resources envisioned by the Commission, colleges and universities would:

> (1) carefully analyze the relations between the use of resources and the accomplishment of goals, (2) seek maximum economies with minimal sacrifices in quality, and (3) encourage rapid and flexible adaptation to changes in needs for educational, research, and public service programs (*The More Effective Use of Resources* 1972, pp. vii & viii).

The implicit goal behind this publication is survival of higher education through efficient management.

Reform on Campus. Changing Students, Changing Academic Programs. Reinforcing a continued interest of the Commission, this publication stresses the need for program diversity to match student diversity. Reforms are suggested that would enable each student to find a particular way to learn. If higher education is to be more human it will be made more accessible and better adapted to characteristics of individuals. One particular goal is noted:

> Diversity among institutions and within them should be a major goal of higher education, and one test of institutions and of their major segments should be how successful they have been in defining their special characters and how successful they are in achieving them (*Reform on Campus* 1972, p. 40).

The Campus and the City. Maximizing Assets and Reducing Liabilities. This final Commission publication from 1972 addresses a situation often ignored: the paucity of contributions made by colleges and universities to the cities that house them. Cities have traditionally been ignored by colleges and universities, but this must change. Facing up to the likelihood that future institutions will probably exist in at least a semiurban environment, the report recommends plans to create college-based problemsolving mechanisms for cities, strategies to make higher education more accessible to urban dwellers, and methods to accentuate the benefits or assets of the relationship of colleges with

cities and reduce the liabilities from the inevitable friction. Goals for metropolitan areas include "open access opportunities at some institution of postsecondary education for all students who wish to attend," health education centers, counseling centers, growth plans, and metropolitan higher education councils. However, the goal behind the suggestions is the development of a constructive relationship between city and university or college (*Campus and City* 1972, pp. 1-9, 118-119).

College Graduates and Jobs. Adjusting to a New Labor Market Situation. The first Commission recommendations of 1973 face a new condition. The traditional preferred place of the college graduate in the employment market is being challenged for the first time in three centuries. The threat is the "potentiality of traumatic experiences for college students and for higher education" (*College Graduates and Jobs* 1973, p. vii). The Commission could have ignored the situation or made the knee jerk reaction of recommending tightened standards. However, the recommendations stress the necessity of preserving opportunities for undergraduates to enroll in college, with financial aid if necessary, suggesting that institutional flexibility will encourage students to move into programs that will lead to jobs. Additional recommendations are made to continue efforts to bring more minority students and women into higher education through professional schools and arts and science programs. Continuing in its skepticism about the certification function of higher education, the Commission states:

> Employers should not raise educational requirements in response to changes in the job market for college graduates. We strongly recommend that educational requirements should not be imposed except where they are clearly indicated by job requirements (*College Graduates and Jobs* 1973, p. 170).

Speaking in the language of goals, the Commission also suggests that a new goal of high priority should be "fulfilling the aspirations of many young people for more useful roles in our society . . ." (*College Graduates and Job* 1973, p. 179).

Governance of Higher Education. Six Priority Problems. This publication describes pressures which affect higher education in the U. S. There are no national policy goals; however, a review of their appraisal of the current situation will be useful in understanding the following two 1973 Carnegie publications discussed.

The Commission asserts that the governance system for higher education as a whole has been responsive to the public interest through its extension of equality of opportunity and other community service

benefits. The move from elite to broad access—to near universal access —is a new pressure on higher education because of the consequent diversity of student interest and ability. Now, the decline in enrollment growth rate means tight budgets and implies replacements rather than additions. Faculty members will become more aggressive in the face of slowed improvements in working conditions and salaries (*Governance of Higher Education* 1973, p. 8).

One issue of particular concern is a new need for limits to the extension of power to state agencies controlling and regulating higher education. The commission recommends the clear definition of limits to the powers of state coordinating agencies (*Governance of Higher Education* 1973, p. 29).

The Purposes and the Performance of Higher Education in the United States. Approaching the Year 2000. This final Carnegie publication to be discussed is also the first Commission work to deal exclusively with goals. "Purposes" are defined as "the intentions of higher education, as constituting the general design of higher education, [and] as comprising the end objects it pursues" (*Purposes and the Performance* 1973, p. vii). Recognizing a basic shift in higher education, the Commission acknowledges that purposes are no longer automatically accepted, nor is their expression through current practice assummed. And because colleges lack, or have lacked, the market feedback, they must carefully define their goals to control their operation. From this view, the Commission asks whether many individual institutions have tried to do the job that higher education as a total system should do. Although the Commission defines a broad swath of purposes for higher education, it favors single institutions doing specific jobs (*Purposes and Performances* 1973, pp. vii & viii).

Several conditions are identified that now force higher education to reevaluate its purposes. (1) The extension of opportunity has moved higher education from mass to nearly universal access. (2) "New knowledge is more central to the conduct of society" (p. 9). (3) "Intellectuals, trained within higher education and often clustered around it, are both more numerous within society and more essential to its performance; yet, they may be in conflict with society because of a desire for rapid social change." (4) With the campus in the middle, society itself is reexamining values. (5) Students are different; coming from more permissive backgrounds, they expect an orientation toward personal development on the campus and expect society to change when weaknesses are identified (*Purposes and Performance* 1973, pp. 9, 10).

What then are the purposes, the intentions, the end objects that higher education should pursue? The Commission specifies five. Purpose number one is "The Education of the Individual Student and the Provision of a Constructive Environment for Developmental Growth." This purpose is further defined as follows:

> The campus has a *basic* responsibility to provide good educational opportunities for its students (1) to develop an understanding of society, (2) to obtain academic and technical competence in selected fields, (3) to fulfill appropriate standards of academic conduct, and (4) to explore cultural interests and enhance cultural skills. The campus has a subsidiary concern to provide constructive campus environment without assuming accountability for the "emotional growth" of students (*Purposes and Performances* 1973, pp. 19-20).

The second purpose is "Advancing Human Capability in Society at Large" (pp. 23, 24). It is this purpose that specifies the responsibility of higher education for producing new ideas and technology, training people, and expanding the general level of knowledge and culture within society.

The third purpose identified by the Commission is "Educational Justice for the Postsecondary Age Group." Tracing the evolution of this goal from the national goal of equal social justice, the Commission observes that only society can truly award justice. However, each educational institution can lead toward the goal. The delineation of the concept is important in view of its long history:

> We delineate educational justice as reasonable equality of opportunity to demonstrate ability, and not as equality of academic results in terms of grades given and degrees awarded to all individuals regardless of performance. Higher education is increasingly important to the realization of social justice so defined.
> Equality of opportunity means, in particular, equality of opportunity to gain an education and thus to obtain access to better jobs and the potentiality of a more satisfactory life (*Purposes and Performances* 1973, pp. 29, 30).

In further elaboration of the third goal, the Commission charges higher education with the obligation to provide opportunity for all those who would pursue education beyond the secondary level. Specifically, the emphasis should now be *off* the traditional college-age group, *off* the academically oriented, and *on* the "total postsecondary age group." Besides formal education, alternative channels into adult life should be provided. Those who seek access to higher education should have it regardless of their social background or family income.

Purpose number four is "Pure Learning—Supporting Intellectual and Artistic Creativity." This purpose represents the traditional search for new knowledge, from the past or from the present, which may be known as basic research, but includes humanistic and social studies (pp. 40-41). The fifth and final purpose is "Evaluation of Society for Self-Renewal—Through Individual Thought and Persuasion." In addition to expressing the need for this from a social point of view, this purpose also acknowledges the right of freedom to evaluate society (pp. 43-50).

The Carnegie Commission reports have moved from broad issues to specific problems and ended, for this discussion at least, with a statement of five goals. We turn to two remaining national statements, both from governmental task forces, one Presidential, the other departmental.

Priorities in Higher Education

In October 1969, a Presidential Task Force was asked to suggest priorities in higher education with ideas on how the Federal Government might assist. This report, occasionally referred to by its chairman's name (Hester), was produced by January 1970. The Task Force unanimously recommended more federal aid to higher education, while emphasizing that not all individuals should pursue the same route after high school. They established three categories of priorities: Immediate Federal, Continuing Federal, and Institutional. The Task Force reported their assessment of the "primary federal objectives in higher education should be: (1) to make appropriate educational opportunities available to all those who are qualified, and (2) to sustain high-quality centers of academic excellence throughout America" (U. S. President's Task Force on Higher Education 1970, p. vi).

The "Immediate Federal Priorities" were three in number. The first was "to provide access to higher education for disadvantaged students of all races who have the desire and ability to use it . . ." (p. iv). This priority would be accomplished through opportunity grants to individuals and cost grants to their institutions. In addition, financial support for traditional Negro colleges was recommended. Secondly, federal support for health care professional education was recommended. Such aid would build new facilities and meet other costs not covered by other income (p. v). The third "Immediate Priority" was the expansion of tax incentives so that more private funds would be given to private higher education (p. v).

When the Task Force turned to the continuing priorities, the government was again urged to support community college expansion to enlarge the general opportunity for post-high school education. In addition, to maintain high standards of excellence in colleges and universities, the group "strongly urged" the establishment of a comprehensive system of institutional grants.

Institutions were asked to clarify their institutional purposes, to improve the quality of the curriculum and methods of teaching and learning, to make more efficient use of their resources, and to clarify the method of institutional governance. These recommendations were the "Institutional Priorities" (p. vi).

Although not a policy goal as such, the Task Force recommended the creation of a National Academy of Higher Education, which would be similar to the National Academy of Sciences (U. S. President's Task Force on Higher Education, p. vi).

The Newman "Report on Higher Education"

The final current national goals statement, usually referred to as the Newman report, was published under the aegis of the U. S. Office of Education, although it was financed with outside money. Perhaps some of the strength of the report is explained by the central question formed by the committee and reported by its chairman, Newman: "How could one think about the effectiveness of higher education as a broad total system in meeting the needs of American society in the seventies?" (Newman 1972, p. 28). In his judgment, this represented a departure from the What's good for higher education? point of view of most study commissions. He also observes that his committee decided that "marginal" changes were not enough for the seventies. The Committee resolved to ask a different type of question, such as: Was the lockstep (high school—college—career) necessary? Was growth good? Why weren't the other sources of education (proprietary, military, business) recognized by the academics? (Newman 1972, p. 28-30).

In the preface, the Newman Committee suggests some of the concerns that led them to define new types of goals. They found "disturbing trends toward uniformity . . . growing bureaucracy, overemphasis on academic credentials, isolation of students and faculty from the world—a growing rigidity and uniformity of structure that makes higher education reflect less and less the interests of society" (U. S. Office of Education 1971, p. vii; hereafter referred to as U.S.O.E.). The antidote to the trends would be more diversity and responsiveness in the system, based on a broader concept of what a student is, what a college is, and how one gets an education. The apparent increases in

attendance have been hiding failure; growth has not promoted different types of institutions or different adaptations to learning style. A "compelling need" was a new approach, with new types of institutions and new patterns of attendance (U.S.O.E. 1971, pp. vii-ix). From this point the report discusses a series of problems and novel questions that prompted it to suggest new goals.

The "paradox of access" finds enrollment growth statistics hiding a large dropout rate (U.S.O.E. 1971, p. 1). The "lockstep" is the Committee's code for the pressure on young people to spend more time in the academic world before working (U.S.O.E. 1971, pp. 4-7). "Educational apartheid" is the discrimination against nontraditional students, particularly older students (U.S.O.E. 1971, p. 8). Instead of diversity, the task force found increasing "homogenization" of higher education; 2,500 similar institutions use the same teaching/learning mode (U.S.O.E. 1971, p. 12). However, different types of students are met by increasingly similar academics who are unaware of the "enormous amount of teaching and learning that goes on outside our colleges." The academics are the products of the "professionalization of learning" (U.S.O.E. 1971, pp. 17-21). The academics operate more and more in an institution that is part of a system, a bureacracy that encourages even more standardization (U.S.O.E. 1971, p. 23). One practice of bureacracy is the study of costs. The Task Force observes that the wrong questions were being asked: not what expenditures will help students learn but only how to cut budgets (U.S.O.E. 1971, p. 28). An overemphasis on graduate research has meant underattention to practitioners (U.S.O.E. 1971, p. 33).

Another major problem identified by the Newman Task Force was the "credentials monopoly." This forces students to use education for access to careers that may not demand an academic preparation. In addition, it automatically shunts aside those students with potential but without credentials. The monopoly places too much power in the hands of colleges; but worse, it keeps youth from performing in jobs first and going to school later (U.S.O.E. 1971, pp. 38-40).

The "unfinished experiment in minority education" expresses the committee's doubts about the progress of extending education to blacks and other minority students and faculty, pointing out a lack of available evaluation and a lack of awareness of the two-culture problem for blacks in higher education (U.S.O.E. 1971, pp. 44-49). In addition, the Task Force found continuing discrimination against women in higher education, despite the unique opportunity higher education has to set the pace (pp. 51-56).

Finally, questions are raised about "everybody's answer: the community college." Many of the previously stated problems coalesce at the community college; yet community colleges are under great pressure to fit into the system—becoming a step in the lockstep, for example, or providing credentials for more students. "What is needed are community colleges that fulfill the promise of the name—colleges organized to meet the specific needs of the students they serve" (U.S.O.E. 1971, pp. 57; 60).

After sixty pages of problems, how could the Newman Task Force propose new goals? The answer lies in changing course, changing assumptions, and asking new questions about what the tasks are. The rephrased questions and suggested policies are discussed here as the "goals" for higher education established by the Newman Task Force.

- Expansion alone is no longer the key to the provision of more opportunity of access. Rather, major reform is necessary (p. 61).
- Diversity will not be maintained by simple preservation of public and private systems. Rather, "altogether new educational enterprises, both public and private," are required, which are "meaningful for today's students" (p. 61).
- Rather than trying to develop new "relevant" curriculums, the answer may be that "students and faculty need more experience away from the campus" (p. 61).
- More emphasis is needed on schools "becoming centers of effective learning" and less on academic prestige and levels of professional scholarship (p. 62).
- Rather than "maximum coordination of higher education programs within each State," each campus needs a chance to develop its own identity and direction within a system (p. 62).
- Rather than more money, more effective utilization of current resources (p. 62).
- Rather than more community colleges to absorb the leftovers, the opportunity for existing community colleges to develop "their own distinctive missions" (p. 62).
- New education enterprises: "We believe that the foremost task for public policy is to create conditions under which new educational enterprises can be founded and can endure" (p. 63).
- The lockstep must be broken so that individuals of any age can attend colleges and universities (p. 67).
- New approaches are needed to make higher education available and stimulating to those who cannot attend fulltime. Packaged combinations are suggested (pp. 68-69).

- Rather than greater coordination of state systems, "what gains (and risks) would there be in breaking up large systems? . . . What can be done about reversing the trend to central control within systems?" (p. 72).
- Noncollege opportunities for youth must be expanded so that college is not the only path after high school (p. 75).
- "Again and again, in the identification of problems and discussion of responses appropriate to them, our Task Force has arrived at the same conclusion—the time has come for a determined effort to strengthen and differentiate the missions of our higher education institutions" (p. 82).

As should be evident, many of the previously enunciated goals for higher education are transformed by the Newman Task Force when old questions are posed in slightly different ways. As seen in this and other chapters, the modified goals have been voiced in more than one theatre.

International Goal Statements

Although this work is limited as a whole to goal statements for higher education in the U. S., several international goal statements are worth examining. Two Canadian provincial planning documents and one UNESCO document are reviewed. Many of the social conditions and problems faced in these documents are radically different from those considered by planners in the U. S., yet frequently the goals are similar. Access as viewed by a committee of the United Nations is a different scale from access viewed by the New York Regents, Carnegie Commission, or Newman Task Force. Yet many of the aims reformulated with access in mind are similar. Moreover, few of the previously discussed goal statements are as inspired or as striking as several of the international publications.[1]

A Future of Choices; A Choice of Futures

Certainly the most singular goal statement examined by the author is *A Future of Choices.* Known also as the Worth Commission report, this book is a publication of the Commission on Educational Planning of the Alberta Cabinet Committee on Education. (It should be noted that higher education is almost exclusively a provincial matter in Canada.)

This work begins with a lengthy discussion of "futures" that signals the emphasis in the work on the selection by society of the values it wishes to express through its educational institutions. Acknowledging the expectation of a future emphasis on self-fulfillment and self-actualization, the Commission suggests that two major alternatives are plausible: second-phase industrial society (probably less desirable) or person-centered society (Alberta, Cabinet Committee on Education 1972, pp. 23-32; hereafter referred to as Alberta).

Throughout the volume an underlying framework of abstractions represents the goals the Commission pursues. The framework begins

[1]Attention of the reader is called to an additional publication listed in the bibliography of this work but not analyzed here. The Secretariat of the Organisation for Economic Co-operation and Development has published an issue study on postsecondary education which describes developments in postsecondary education on a worldwide basis. Many of the issues or desirable features mentioned represent goals, but they are not formally presented as such and do not represent the thinking of a group, two requirements adhered to in the selection of documents for inclusion in this study (Organisation for Economic Co-operation and Development, 1971).

with four basic ideals which are proposed in order to generate answers to questions such as What is to be our vision for education in Alberta?

1. A *future-perspective* that embodies the belief that we must alter the time-bias in education toward the future;

2. *life-long learning*, a commitment to extend education on a continuing, though intermittent, basis throughout the lifetimes of each citizen, according to individual needs and desires;

3. faith in *participatory planning* to harness the resources and will of Albertans so that the difficulties inherent in this educational transition may be surmounted;

4. development of socially sensitive, *autonomous individuals* and unequivocal support for their right to exist in an evironment that will encourage personal growth to the fullest extent of their capabilities (Alberta, p. 37).

In addition to the four ideals, the Commission reports ten "Guiding Principles," which are the characteristics of a desirable educational system as they were articulated by Albertans in hearings and presentations to the Commission:

Adaptability. The educational system should be able to respond easily and quickly to new circumstances.

Context. Educational experiences should be seen to be relevant to both current realities and future probabilities.

Coordination. Various aspects of the educational enterprise should function in harmony with each other and with other sectors or activities of society.

Diversity. Variation in educational experiences and organization should be encouraged.

Efficiency. The educational system should achieve maximum effect with minimum effort and expense.

Equity. Education should be available on a just and fair basis with equality of output or similarity in achievement and effect.

Participation. All those affected should share in the determination of policy for education.

Personalization. Activities in education should be related to the needs, aspirations and rights of the individual.

Quality. The educational system should strive for excellence in everything that is undertaken.

Unity. Education should develop those behaviors that facilitate human communication and social integration necessary for collective action to sustain personal growth (Alberta, p. 44).

After the enunciation of ideals and principles, the Commission specifies six general goals that reflect outcomes of the educational process itself for individuals. They include such aims as "social competence" and "career proficiency" (Alberta, pp. 47-48). As each level of education is discussed, the implications of the ideals, principles and goals can be seen.

Several additional ideas of interest should be mentioned. The Commission is one of the few promulgating bodies to assert the need for greater access on a simple moral basis (Alberta, p. 98). Secondly, in proposing a new institution, the Alberta Academy, the Commission shifts emphasis to the learner from the institution. "The Commission believes that the individual's own motivation, his desire to learn and grow, should play a more central role in the formulation of educational policy. Ideally, the attainment of higher education should represent a positive act of individual will, rather than passive acceptance of an institution's routines and requirements" (Alberta, p. 100).

In discussing the content of *recurrent education,* a shift in emphasis is described: the change "from conceiving of schooling as shaping the individual's behavior to fit predetermined roles, to the view that recurrent education seeks to help the learner acquire the knowledge, skills, attitudes and interests that will enable him to constantly influence his environment to achieve his purposes" (Alberta, 170). The truly effective education for a person-centered society will achieve this shift.

The Learning Society

Whereas the Albertan statement saw goals emanating from a choice of social values, the Ontario Commission went to an immediate emphasis on the necessity and pervasive character of postsecondary education in contemporary society. "Ultimately, one fact emerged on which there was no disagreement; post-secondary education is not an activity confined within the walls of the familiar institutions of teaching and learning; rather, it is a pervasive, molding force that affects all individuals living in our society, intellectually, creatively, and economically" (Ontario, Commission on Post-Secondary Education in Ontario 1972, p. vii; hereafter referred to as Ontario). Drawing on the older idea of "continuing education," the Ontario Commission stresses the vital role of education throughout a lifetime:

> Now we have also come to realize that continuing education throughout life by diverse means and in many settings, is necessary for a satisfying self-fulfilling existence in a constantly changing and shrinking world. Increas-

> ingly, we accept the fact that traditional schooling—formal learning through a set period of childhood and early adult years—can no longer see most of us confidently through the rest of our lives (Ontario, p. 21).

Within the expansive limits of recurrent, continuous education, or "a learning society," the Commission establishes two primary goals for the postsecondary education system: social responsiveness and quality. Cultural values dictate quality; use of public funds demands social responsiveness (Ontario, p. 30). Then subsidiary goals are specified that support the two primary goals.

> A system that is sensitive to social need and pursues quality without compromise should be accessible, diverse, and flexible; it should allow for transfers among institutions and programs; it should be equitable in its treatment of disadvantaged groups; and it should be publicly accountable (Ontario, p. 32-33).

Each of the subgoals is further clarified. Thus, for *access,* "the key point is that no one who seeks to proceed to post-secondary learning should be deprived of the opportunity through shortcomings or barriers in the present system, in either its facilities or its financial arrangements" (Ontario, p. 33). *Diversity* gives meaning to the concept of access and permits the pursuit of quality by providing varied institutions and programs for different individuals. *Flexibility* encourages response to new social and personal needs. *Transferability* is necessary to provide access, flexibility, and diversity. *Equity* means not only equality of access and judgment, but special attention to the disadvantaged as well as distribution of costs on the basis of need, talents, benefits, and ability to pay. Public and social accountability recognizes the extent and vital function of the postsecondary educational system (Ontario, pp. 33-35).

Five departures from customary practice are recommended such as the expansion of alternatives to formal, institutionalized postsecondary education and new learning enterprises. In addition, 126 recommendations are suggested for the implementation of the goals, forming the bulk of *the Learning Society.*

Learning to be

It is fitting that this review should close with a discussion of a work as startling and comprehensive as the Truman Commission work with which it began. Unfortunately, *Learning to be,* which combines new psychological, educational, sociological, economic and political ideas into a total vision of the future for education, defies meaningful para-

phrase. It is the report of a special UNESCO Commission and an assertive philosophical map of what educational systems must become in order to encourage "learning to be."

The Commission held four basic assumptions. First, that an international community exists with common aspirations, problems, and trends among the peoples and governments of the world. Second, a belief in democracy, the right of each man to realize his own potential and share in the building of his own future, based on an educational keystone. Third, that national development should aim for the complete fulfillment of man. Fourth, that "only an over-all, lifelong education can produce the kind of complete man the need for whom is increasing with the continually more stringent constraints tearing the individual asunder. We should no longer assiduously acquire knowledge once and for all, but learn how to build up a continually evolving body of knowledge all through life—'learn to be' " (International Commission on the Development of Education 1972, pp. v-vi; occasionally cited by its chairman's name, Edgar Faure; hereafter referred to as International Commission).

This work is permeated with a sense of crisis, much of which may be explained by current characteristics of the education-society relationship. The development of education is tending to precede economic development for the first time in history; education is trying to prepare men for a type of society that does not yet exist; and some societies are beginning to reject the products of institutionalized education (International Commission, pp. 12-14). While the demand for worldwide education is increasing, the reasonable limits to expenditure for education have been met. This troubling circumstance is set against the ever-widening gap between the developing and industrialized nations of the world (International Commission, pp. 48-50). At the same time, the traditional methods of education are "crumbling. . . . the idea of acquiring, at an early age, a set of intellectual or technical equipment valid for a lifetime is out of date. This fundamental axiom of traditional education is crumbling" (International Commission, p. 69).

The Commission observes that the first to lose the right to an education are the underprivileged. The answer lies in a new concept of equal opportunity, a concept that means "making certain that each individual receives [throughout his lifetime] a suitable education at a pace and through methods adapted to his particular person" (International Commission, p. 75). In addition, the barriers to education created by marking systems, entry examinations, etc., will fall when

education becomes continual: An individual who fails at a given age and level in the course of his educational career will have other opportunities" (p. 77).

Indeed, perhaps the major concept in *Learning to be* is lifelong education:

> Education from now on can no longer be defined in relation to a fixed content which has to be assimilated, but must be conceived of as a process in the human being, who thereby learns to express himself, to communicate and to question the world, through his various experiences, and increasingly—all the time— to fulfill himself. It has strong roots, not only in economics and sociology, but also in findings from psychological research which indicate that man is an unfinished being and can only fulfill himself through constant learning. If this is so, then education takes place at all ages of life, in all situations and circumstances of existence. It returns to its true nature, which is to be total and lifelong, and transcends the limits of institutions, programmes and methods imposed on it down the centuries (International Commission, p. 143).

After specifying such aims as the development of a sense of scientific humanism, reason, creativity and social responsibility, for the educational system, the idea of a permanent, over-all educational system or a "learning society" is developed, the implementation of which can only occur with the creation of improvements and alternatives to current systems. Twenty-one principles are detailed to guide the search for alternative forms and their resemblence to goals is manifest. Selected examples of these are presented below; (many of the principles do not apply to higher education):

> 1. Every individual must be in a position to keep learning throughout his life. The idea of lifelong education is the keystone of the learning society (p. 181).
>
> 2. The dimensions of living experience must be restored to education by redistributing teaching in space and time (p. 183). Educational institutions and means must be multiplied, made more accessible, offer the individual a far more diversified choice. Education must assume the proportions of a true mass movement (p. 183).
>
> 3. Education should be dispensed and acquired through a multiplicity of means. The important thing is not the path an individual has followed, but what he has learned or acquired (p. 185).
>
> 4. An over-all open education system helps learners to move within it, both horizontally and vertically, and widens the range of choice available to them. . . . Artificial or outmoded barriers between different educational disciplines, courses and levels, and between formal and non-formal education should be abolished . . . (pp. 188-189).
>
> 9. Lifelong education, in the full sense of the term, means that business, industrial and agricultural firms will have extensive educational functions (p. 198).

10. Expansion of higher education should lead to broad development of many institutions capable of meeting more and more individual and community needs (p. 200).

11. Access to different types of educational and professional employment should depend only on each individual's knowledge, capacities and aptitudes, and should not be a consequence of ranking knowledge acquired in school above or below experience gained during the practice of a profession or in private studies (p. 203).

By extending education throughout society and throughout the lifetime of the learner, the International Commission would meet the worldwide demand for education that can no longer be met by more money or traditional institutions. *Learning to be, A Future of Choices,* and *The Learning Society* thus join those works wherein new directions and new goals are proposed to extend the meaning of goals such as those enunciated in 1947 and expressed in *Higher Education for American Democracy.*

Conclusion

The study of goals is a value-laden enterprise and to draw conclusions about goals is a doubly burdened undertaking. An effort is made here to state what appear as current emphases or tendencies in U. S. national policy goals for higher education.

Disclosing one bias before concluding, the author wishes to recommend two sources that might help should the reader grasp the sweep in change of goals for higher education from 1947 to 1973. In many respects *Higher Education for American Democracy* (1947) stated the ground rules for the next 25 years. The 1971 *Report on Higher Education* (Newman Committee), a short and somewhat unorthodox guidebook, is a compendium of new directions in higher education. Similar concepts are appearing in documents throughout the world.

The goal of extending access or equality of opportunity for higher education has been central to all goal statements since its proclamation in 1947. Changes have occurred in the meaning of that phrase throughout the years. Three phases are tentatively proposed: (1) Equality of access through expansion (to build more buildings of the same type with doors that fit the same type people). (2) Equality of access through openness (to open more doors to these and other structures, with doors and structures still cut for the same people). (3) Equality of access through diversity of acceptable offering, but moving towards *equity of access* (to build a few more buildings with different designs and variegated doors).

Most of the subgoals enunciated over the years can be interpreted in view of the access goal. At one time more faculty members were needed to enable more students to have the opportunity to learn; the production and retention of faculty for higher education was the goal. It is no longer. New institutions were needed to extend access geographically, and provision of community colleges through the land became a goal; however, the provision of more community colleges is less frequently specified as a goal today.

In 1973, access remains a unifying goal, but what does it now mean? In many instances it represents the end state in the progression from elite, to mass, to universal access. However, an important reservation is apparent: the issue is not whether the multitudes can attend, but whether the multitudes can attend successfully.

Entry for racial minorities has become almost the assumed character of access. Real access for women appears to weigh heavily in the current definition. Financial support is viewed as a necessary aspect.

Furthermore, the character of the institution to which one has access has changed. The legitimacy of alternative forms enhances the access. Diversity, flexibility, "lateral and vertical mobility," and delineation of institutional role are now more important to access for diverse students than is the expansion of facilities. In addition, an emphasis on the necessity, desirability and availability of recurrent, lifelong learning respresents an attempt to broaden access throughout the lifetime of the population, replacing a stratified "adult education."

Managerial responsibility, "academic excellence," and quality also have meaning in relation to the current view of access. Similar in importance to delineation of institutional role, institutional excellence, for example, appears more and more to mean that access to an institution will be backed by an attempt on the institution's part to achieve mutually agreed upon objectives sought by the student who has access. (This is also why the latest stage in equality of opportunity may well be *equity* in opportunity.)

The changes in institutional character suggested above are probably signified by the accelerating use of the term *postsecondary education,* a term beginning to appear in the enunciation of goals that embrace and go beyond what was formerly considered higher education.

Most recent goal statements have included an emphasis on the role of the learner in the process of higher education. In addition to psychological and developmental aspects, this goal stresses a differentiated response of the institution to the individual student. An even more noticeable change is the expressed concern for alternative paths besides education that young people might follow as they enter society and careers. This may signify an employment reality as much as it signifies a broadening of concern for youth other than the traditionally college-bound.

Aside from the presumption that future goal statements will build on the precedent goals to date, two novel issues may influence those future documents. One consequence of no-growth may be that goals will arise from the need for internal self-renewal within higher education. Higher education will be forced to live with iself, to refine rather than to expand. Secondly, new goals might arise from changing social conditions, as in the past, or because of a conscious effort of society to select and pursue given values. Obviously, entirely different goals would result.

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